

# CENTRAL VALLEY FLOOD MANAGEMENT PLANNING PROGRAM

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## **DRAFT Communications and Engagement Framework**

**June 12, 2009**

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# 1.0 Introduction

The California Department of Water Resources (DWR) intends to develop a Central Valley Flood Protection Plan that reflects broad agreement on a long-term vision for improving flood management in the Central Valley.

The Central Valley Flood Management Planning Program has developed this Communications and Engagement Framework to guide how DWR will work with partners and interested parties to develop a sustainable and integrated flood management program for areas protected by the State-federal flood protection system in California's Central Valley.

This document is referred to as a “framework” rather than a “plan” because it does not have the same structured elements that dictate a DWR technical plan.

This document contains background information about the Central Valley Flood Management Planning Program, and one of its primary deliverables, the Central Valley Flood Protection Plan, and summarizes the Communications and Engagement Framework.

This document also describes the strategies and tactics DWR will use to:

- Engage partners and interested parties in the program
- Provide information about the program
- Ensure openness and accountability in the planning process
- Comply with the letter and spirit of environmental justice laws
- Reach out to California Native Americans
- Make decisions about the content and format of the Central Valley Flood Protection Plan
- Evaluate and measure the effectiveness of the communications and engagement effort

This document is augmented with Attachments A through F.

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## 2.0 Program Background

Major flooding throughout the Central Valley has been well documented since the early 1800s, prompting various planning efforts by local, State, and federal entities.

Many flood management features and systems have been constructed throughout the Central Valley over the last century. Despite these efforts, damages in this area from flooding in February 1986, January 1997, and January 1999 were the highest on record. These events reminded residents and policymakers about the Central Valley's vulnerability to catastrophic flooding.

The devastation from Hurricane Katrina in 2005 further raised public awareness of disastrous storm events throughout the nation and also stimulated action in California. In November 2006, California voters passed the Disaster Preparedness and Flood Prevention Bond Act (Proposition 1E) and the Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act (Proposition 84) providing a combined \$4.9 billion in State funding for flood management improvements.

In October 2007, Governor Arnold Schwarzenegger signed into law six comprehensive flood and land-use management bills. These laws, together with voter-approved mandates, helped shape FloodSAFE California, a multifaceted initiative managed by the DWR. FloodSAFE California is designed to improve integrated flood management throughout California, with extra emphasis on managing flood risk related to the State-federal flood management system in the Central Valley.

Consistent with legislative direction, DWR and the Central Valley Flood Protection Board will provide leadership to the Central Valley Flood Management Planning Program and work with local, regional, tribal, State, and federal officials to improve flood management and emergency response systems throughout California. Legislative direction applying specifically to communication and engagement activities is presented in Attachment A. DWR will also direct the funds provided by Propositions 1E and 84 to projects over the next 10 years that will address potential flood damages in the highest risk areas, and help prepare resources to respond to, and recover from, floods when they do occur.

## 2.1 About the Central Valley Flood Management Planning Program

The Central Valley Flood Management Planning Program is one of several programs being managed by DWR within FloodSAFE California. The purpose of the Central Valley Flood Management Planning Program is to improve integrated flood management in the Sacramento and San Joaquin valleys.

The Central Valley Flood Management Planning Program will do this by:

- Creating a strong working partnership among the U.S. Army Corps of Engineers (Corps); the Central Valley Flood Protection Board (Board); DWR; local flood project maintaining agencies; resource agencies; and other State, federal, tribal, regional, or local flood protection interests
- Improving understanding among the Central Valley's public agencies and constituent groups about flood risks
- Fostering widespread participation in the development of, and building broad support for, the Central Valley Flood Protection Plan
- Developing a sustainable plan that addresses long-term maintenance costs and reduces conflicts among social, environmental, engineering, and financial interests

The Central Valley Flood Management Planning Program consists of two primary projects:

1. **State Plan of Flood Control** – The major products associated with this project include the State Plan of Flood Control Descriptive Document and a Flood Control System Status Report. The State Plan of Flood Control Descriptive Document will inventory and describe the flood management facilities, land, programs, conditions, and mode of operations and maintenance in the State-federal Central Valley flood management system. The Flood Control System Status Report will assess the status of the flood management facilities.
2. **Central Valley Flood Protection Plan** – Development of the Central Valley Flood Protection Plan is the core planning activity of the Central Valley Flood Management Planning Program. The plan will identify recommendations that address the risk of flooding and to reduce the impacts of flooding in the Central Valley.

The Central Valley Flood Protection Plan will reflect a systemwide approach to improving the State-federal flood protection system. It is anticipated that the Central Valley Flood Protection Plan will include recommendations for both structural and nonstructural means of improving performance and eliminating deficiencies of flood management facilities, and for addressing ecosystem and other water-related objectives.

The initial Central Valley Flood Protection Plan is to be completed by January 1, 2012, and adopted by the Central Valley Flood Protection Board by July 1, 2012. The Central Valley Flood Protection Plan will be updated every 5 years thereafter.

During the preparation of the Central Valley Flood Protection Plan and following the plan's adoption by the Board, it is expected that detailed site-specific feasibility investigations will be conducted based on the plan's early findings and final recommendations. The site-specific feasibility investigations are required by the U.S. Army Corps of Engineers before the recommendations in the Central Valley Flood Protection Plan can be implemented.

## **2.2 Relationship of the Central Valley Flood Management Planning Program to FloodSAFE California and Other Department of Water Resources Programs**

DWR will coordinate all FloodSAFE California activities to ensure accurate and timely exchange of data, and a coordinated approach to public information and engagement. The following are examples of FloodSAFE and DWR Integrated Water Management programs that will be considered in the development of the Central Valley Flood Protection Plan:

- Resource agencies and commissions
- Bay Delta Conservation Plan
- California Building Standards Code Update Project
- California Water Plan Update
- Capital Improvement Projects (including Early Implementation Projects) and Feasibility Studies
- Central Valley Floodplain Evaluation and Delineation

- Delta Habitat Conservation and Conveyance Program
- Delta Emergency Response Program
- Delta Levee Improvements Program
- Integrated Regional Water Management Program
- Levee Evaluation Program
- Levee Emergency Repairs and Early Implementation Program
- Local Agency Assistance Program
- Statewide Flood Management Planning Program

Descriptions of related projects and programs can be found in Attachment B.

## 3.0 Foundation for the Communications and Engagement Framework

The Communication and Engagement Framework for the Central Valley Flood Management Planning Program is designed to help the program achieve success. The framework is based on the input received from interviews with more than 100 stakeholders in the Central Valley, along with information provided by subject-matter experts, DWR staff, the U.S. Army Corps of Engineers, and the Central Valley Flood Protection Board.

### 3.1 Critical Success Factors

DWR has developed a Program Scoping Document,<sup>1</sup> which describes the purpose, context, goals, objectives, requirements, and critical success factors for the Central Valley Flood Management Planning Program. The critical success factors include:

- There must be open, continual, and effective communication among interdependent portfolios,<sup>2</sup> programs, and projects within the State and other partners and interested parties.
- The Central Valley Flood Protection Plan must have broad public support and allow and encourage federal, State, and local appointed and elected officials to implement the plan.
- The Central Valley Flood Protection Plan must be well understood and accepted by partners and interested parties.
- DWR and the Central Valley Flood Protection Board must work with the U.S. Army Corps of Engineers to define or clarify a federal interest, and DWR must collaborate with other responsible and interested parties to develop a plan that can be implemented.

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<sup>1</sup> The Program Scoping Document for the Central Valley Flood Management Planning Program is available on the Web at [www.water.ca.gov/cvfmpl/](http://www.water.ca.gov/cvfmpl/).

<sup>2</sup> A portfolio comprises programs and projects with interrelated components, such as schedules, products, and participants.

- Sound technical information must be generated and managed effectively.
- Working teams and decision making structure must be organized and supported.
- The Central Valley Flood Protection Plan must be systemwide in concept and sustainable when implemented.
- Clearly defined milestones must be developed and met.
- Documented recommendations and proposed actions must be supported and adopted by the Central Valley Flood Protection Board.

## **3.2 Research**

DWR solicited input about the engagement process from representatives of a variety of interests and communities throughout the Central Valley to ensure that the Communication and Engagement Framework reflects the ideas, needs, and concerns of the people who should be involved in activities conducted by the program.

More than 100 interviews were conducted between January 22, 2009, and February 24, 2009. Research findings are summarized below, and described in Attachment C.

### **3.2.1 Key Findings Regarding Communications and Engagement**

The key findings regarding communications and engagement are:

- Respondents overwhelmingly support using a combination of Valley-wide, regional, and topical engagement options, but the regional scale is most strongly supported for substantive participation.
- The majority of respondents supported a structure that includes venues of broad geographic scope, regional work groups that allow more detailed discussions and more direct collaboration, and more technical work groups devoted to specific topics.
- Many respondents requested opportunities for substantive involvement and responsibilities, and also requested some resource support.
- DWR should show clear evidence of listening to input, and respond to input at regular intervals.

### **3.0 Foundation for the Communications and Engagement Framework**

- The process should be open, with no predetermined outcomes.
- The process should make use of existing meetings to engage the public where possible.
- DWR staff, or their representatives vested with authority for decision-making and continuity of the process, should be present in work group meetings. These meetings should be facilitated to maintain momentum and to ensure openness and accountability.
- Potential partners are already participating in numerous water-related processes that are time consuming. It is important that the engagement process be efficient.
- Many respondents indicated a willingness to share information about the process through their organizations' communications venues.
- Communication is needed regarding the impact of the State budget situation on DWR's ability to make progress on the Central Valley Flood Management Planning Program.
- At least one major interest group recommended convening a Valley-wide, broad-based task force or committee to consider all recommendations from a big-picture perspective and provide input to DWR accordingly.

#### **3.2.2 Research Implications for the Communications and Engagement Framework**

The research implications for the Communications and Engagement Framework are:

- The process should include a variety of options for public engagement. This should include a venue for broad information sharing; regional work groups that offer venues for direct collaboration about regional issues; and technical work groups devoted to specific topics.
- Content development should be collaborative, and there should be a two-way interaction between the communications and engagement process and the technical and planning work.
- Work groups should each be charged with specific activities within defined time frames, and it should be made clear how feedback obtained in these discussions will be used in planning.

- It will be important for the Communications and Engagement Framework to build in review and feedback mechanisms at regular intervals throughout the process, so that participants can be confident that their input is being heard and considered.
- The process should proceed along a publicly available time line, and decision-making processes should be explained to partners and interested parties in advance.
- The Communication and Engagement Framework should identify existing venues that may be able to play a role within the Central Valley Flood Management Planning Program, to maximize the time and energy invested by partners and interested parties.
- DWR staff or their designated representatives should be present at topic and regional work groups.
- Professional facilitators should provide continuity, consistency, and structure to public engagement venues.



## 4.0 Communications and Engagement Goals

Based upon the authorizing legislation, the goals of FloodSAFE California, and the research results outlined in Section 3, DWR has identified several overarching goals for the Communications and Engagement Framework.

- Motivate ongoing participation in the Central Valley Flood Management Planning Program by local partners and other interested parties.
- Develop common understanding among partners and interested parties about flood risk in the Central Valley.
- Develop common understanding among target audiences about the goals, guiding principles, legislative mandates, and constraints of the Central Valley Flood Management Planning Program.
- Create ongoing dialogue between and among agencies, partners, and other interested parties.
- Effectively link technical planning to public engagement.
- Help meet the letter and spirit of regulatory and legislative requirements.
- Help foster support for the Central Valley Flood Protection Plan.

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## 5.0 Engagement

Meeting the goals of the Central Valley Flood Management Planning Program will require extensive public engagement over the life of the program. The program's core planning activity is to create a Central Valley Flood Protection Plan by January 2012.

This chapter describes a shared effort between DWR and its partners to create the Central Valley Flood Protection Plan. DWR will promote understanding of flood management within the Central Valley from the various perspectives represented within the Valley, and foster development of a long-term vision for improving integrated flood management.

DWR will prepare the plan using multiple forms of input through an iterative process that (1) encourages partners and other interested parties to help develop plan content, and (2) offers opportunities for partners and other interested parties to review and comment on how DWR uses the various forms of input as the plan is formed.

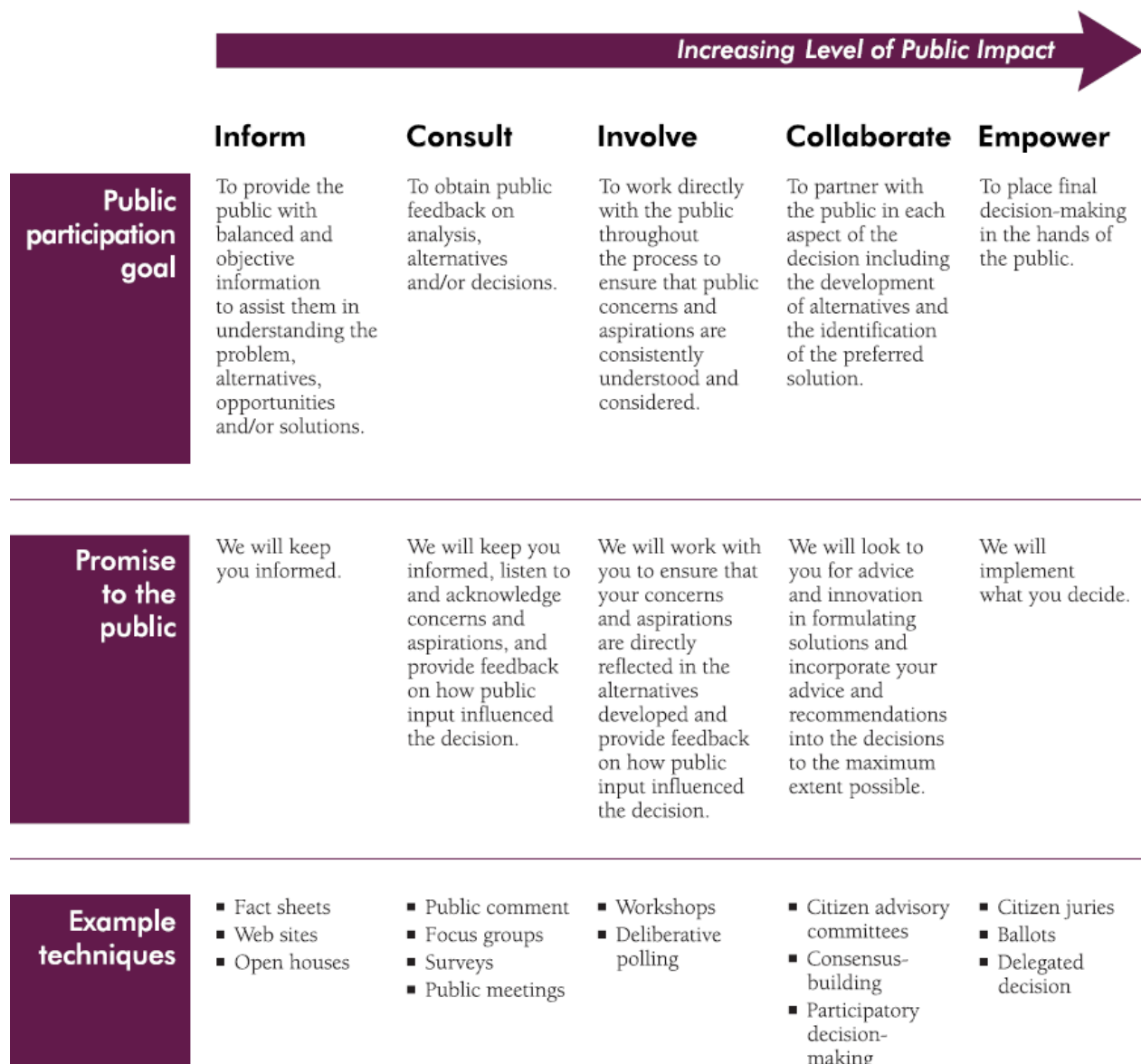
DWR intends to deliver a Central Valley Flood Protection Plan to the Central Valley Flood Protection Board for adoption that accurately portrays the various perspectives within the valley and, where possible, offers recommended actions to improve flood management that have broad support among the partners and other interested parties.

### 5.1 Recommended Approach for Engagement

The International Association for Public Participation (IAP2) identifies five basic approaches to public engagement (see also Figure 1):

1. **Inform** – Agencies distribute information to the public about ongoing activities on a regular basis.
2. **Consult** – Agencies ask the public for input into decisions.
3. **Involve** – Agencies make a commitment to actively consider public input in decisions and in some instances to present responses to public input in writing.

# IAP2 Spectrum of Public Participation



© 2007 International Association for Public Participation

Figure 1. IAP2 Approaches to Public Engagement

4. **Collaborate** – Agencies allow the public to participate in decisions as partners, but the agencies retain final decision-making authority.
5. **Empower** – Agencies agree to implement what the public decides.

The Central Valley Flood Management Planning Program will use a blend of four of the traditional approaches outlined above: inform, consult, involve, and collaborate. This approach is recommended because partners and interested parties' understanding of localized conditions, challenges, and objectives are essential to identifying improvements to integrated flood management. In addition, implementing flood management actions requires partnerships and cost-sharing among local, State, and federal agencies that are unlikely to occur unless these partners play a substantive role in creating the Central Valley Flood Protection Plan.

Due to DWR's legal obligation to develop the Central Valley Flood Protection Plan and the Central Valley Flood Protection Board's legal obligation to adopt the Central Valley Flood Protection Plan, the "empower" approach as defined by IAP2 is not appropriate for this process.

Additionally, the public engagement process will coordinate with other ongoing public meetings and outreach processes in the Central Valley to maximize efficiency. Such coordination could involve formal partnerships or, at a minimum, coordinating meeting times and locations to minimize travel time for participants.

## 5.2 Different Levels of Engagement

The various opportunities for engagement in the development of the Central Valley Flood Protection Plan are described below and illustrated in Figure 2.

### 5.2.1 Forums

Valley-wide Forums and Regional Forums will provide opportunities for discussing the Central Valley Flood Protection Plan from systemwide and regional perspectives. These meetings are intended to serve as venues for coordination, information exchange, and planning. The forums will not function as decision-making bodies.



## DWR / Board Leadership

Policy review and decisions

Input, guidance, and direction

Review / approval of milestone documents

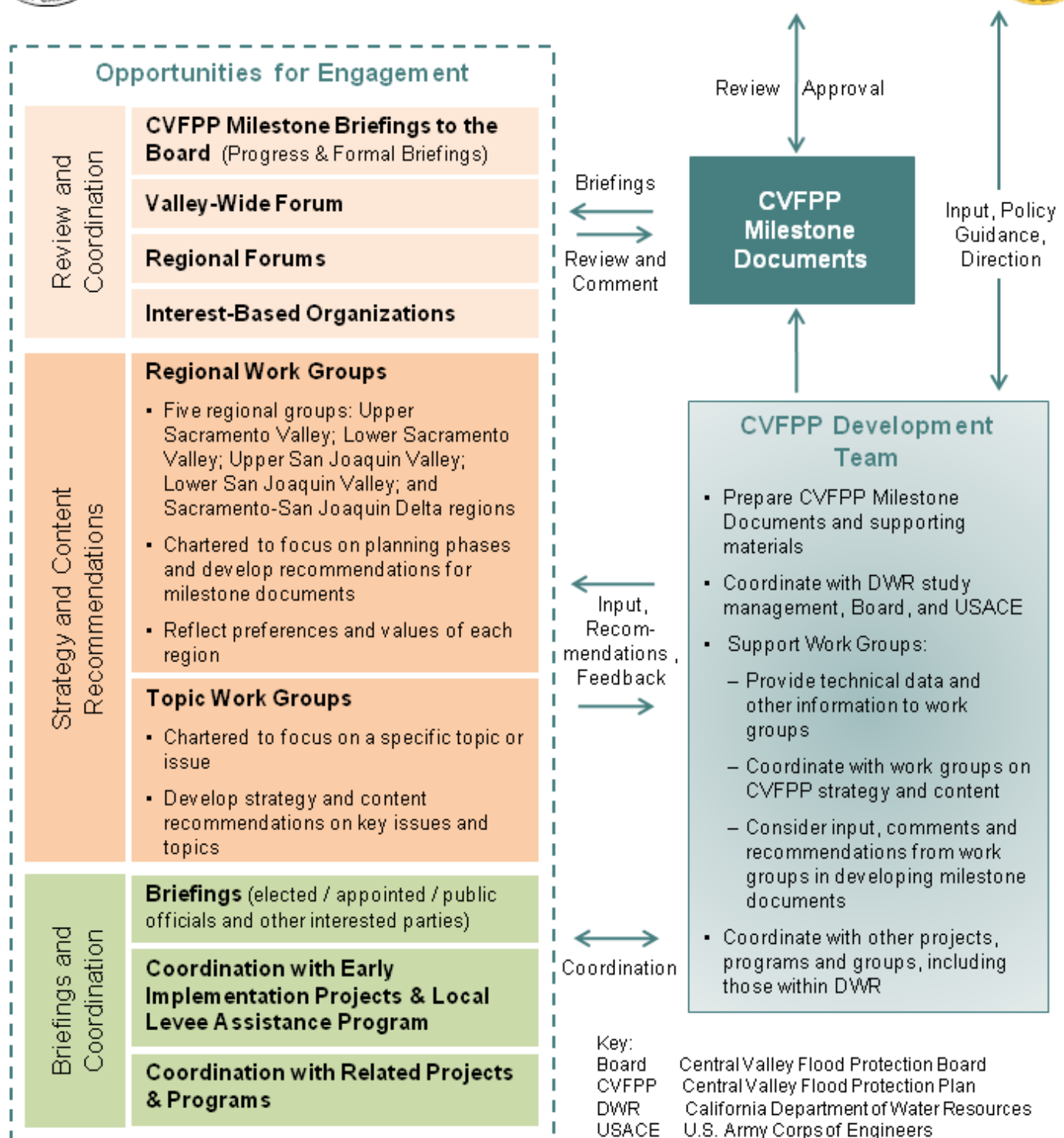


Figure 2. Basic Communications and Engagement Framework for the Central Valley Flood Protection Plan (CVFPP)

Participation at this level will primarily offer opportunities to learn about ongoing and near-term activities, preview draft documents developed by work groups and the plan development team, discuss questions that are raised during interaction on various topics, and offer suggestions for how to improve the plan or plan development process.

The forums are intended to provide a regular opportunity for people to stay informed during the process, to help synthesize information gathered, to preview recommended content, and to gauge agreement on draft plan content. The forums will be convened at important points throughout the planning process to provide an opportunity for participants from diverse interests and geographic areas to come together to discuss progress, findings, and systemwide or region-wide concerns.

Forum agendas, topics, speakers, and discussions will be developed based on discussions with DWR leadership, the Central Valley Flood Protection Plan development team, partners, and interested parties, and recommendations from regional and topic work groups as they proceed through the planning phases.

The forums will be conference-style events that offer a range of informational sources and activities for participants. They will be designed so that various partners and interested parties may participate at different levels of engagement during each forum session. Those who wish to be informed about the progress of the Central Valley Flood Management Planning Program may attend certain portions of the forums, whereas those wishing to participate more deeply – up to and including helping DWR develop actual Central Valley Flood Protection Plan content – may do so by attending entire events. The forums will allow participation at any of the first four levels of the IAP2 hierarchy.

Two kinds of forums will be convened:

- The Valley-wide forum will focus on topics of systemwide importance, and serve to help integrate suggested flood management solutions originating from different portions of the Central Valley, or from different interests. This will be the forum in which the “big picture” of the Central Valley Flood Management Planning Program will be most heavily emphasized, and which will provide the most thorough overview of the progress of the entire process.
- Regional forums will also be convened to provide a venue for diverse interests to discuss progress, findings, and challenges from a regional perspective. These forums will require participation of leaders,

including elected officials in a given region, to ensure that the values of each region are being adequately reflected in the planning process.

DWR proposes to conduct regional forums for the following:

- Upper Sacramento Valley Region
- Lower Sacramento Valley Region
- Upper San Joaquin Valley Region
- Lower San Joaquin Valley Region
- Delta Region

### **5.2.2 Work Groups**

DWR will convene work groups in which partners and other interested parties can work together with DWR to develop recommended strategies and content for the Central Valley Flood Protection Plan. The work groups are intended for those who want to be most directly involved in planning activities, and will allow partners and other interested parties to engage with the process at a geographical or topic level suitable to their expertise and interests.

DWR will form and lead the work groups, and will invite volunteers to participate in order to obtain a broad representation of perspectives. Participants in work groups will be expected to make a commitment to the process, and to accept responsibility for the completion of agreed-upon tasks. Work group participants will be individuals knowledgeable about the tasks or questions to be covered by the work group and willing to dedicate the time necessary to achieve success.

Meetings may occur frequently to ensure that such tasks can be completed on time, and notices will be posted to alert the interested public. DWR staff, or their designated representatives, will lead the work groups. The work groups will use professional facilitators at least through the initial chartering and process design period. Work group meetings and minutes will be posted on the Web.

Each work group will be chartered by DWR to establish expectations for the work group and the roles and commitments of its participants. At the completion of each task, each work group will conduct a discussion and assessment of the work group's functioning and progress before initiating the next task.

The work groups will provide reports on their progress, findings, and recommendations at the regional forum meetings. This venue will provide



opportunities for various work groups to work together to address common concerns and areas of interest. These collaborative sessions will be professionally facilitated, and meeting summaries will be made publicly available.

Two kinds of work groups will be formed:

1. Regional Work Groups
2. Topic Work Groups

Regional Work Groups will provide a venue for local and regional agencies, interest groups, and individuals to develop content and strategy recommendations to the Central Valley Flood Protection Plan for a particular geographic area. The initial task for Regional Work Groups will focus on the development of the Regional Conditions Summary Report to describe the existing conditions of the flood management system in each of the regions.

DWR will seek to ensure that Regional Work Groups have participation and commitments from a diverse group of interested parties and partners representing a variety of interests from that region. Regional Work Groups may provide reports on their progress and findings at the regional forum meetings.

The regions initially identified for Regional Work Groups are:

- Upper Sacramento Valley Region (Sacramento River upstream of Fremont Weir including Sutter Bypass)
- Lower Sacramento Valley Region (Sacramento River downstream of Fremont Weir, including Feather, Yuba, and American River regions)
- Upper San Joaquin Valley Region (San Joaquin River upstream of Merced River confluence)
- Lower San Joaquin Valley Region (San Joaquin River downstream of Merced River confluence)
- Sacramento-San Joaquin Delta Region

This preliminary list of regions may be modified or refined, based on feedback received by partners, interested parties, and the public.

Topic Work Groups will (1) provide a venue for public agencies, interest groups, interested parties, and subject matter experts to collaborate on

proposed solutions, and (2) make strategy recommendations on specific topics of importance to the Central Valley Flood Protection Plan.

DWR will make every effort to ensure that balanced and informed positions are represented in Topic Work Group sessions. The communications and engagement process is designed to encourage volunteers to participate in the Topic Work Groups. DWR may recruit Topic Work Group members to generate a variety of perspectives.

Topic Work Groups will be scoped to complete their tasks in 6 months or less. A Topic Work Group will be disbanded once its task has been accomplished. Topic Work Groups will address a variety of environmental, financial, technical, and policy questions during the development of the Central Valley Flood Protection Plan.

DWR will convene several Topic Work Groups early in the public engagement process. Initial Topic Work Groups may include:

- **Environmental Stewardship Scope Definition Work Group:** This work group will be chartered to develop principles, goals and objectives for incorporating environmental stewardship considerations in the 2012 Central Valley Flood Protection Plan and future updates.
- **Climate Change Scope Definition Work Group:** This work group will be chartered to develop goals and objectives for incorporating climate change considerations in the 2012 Central Valley Flood Protection Plan and future update. This work group will be conducted in coordination with DWR's existing Climate Change Technical Advisory Group established for the California Water Plan Update.
- **Operations and Maintenance Scope Definition Work Group:** This work group will be chartered to develop the scope of existing and likely future challenges for operation and maintenance to be addressed in the 2012 Central Valley Flood Protection Plan. This work group will coordinate closely with DWR's existing collaborative group for ongoing levee maintenance needs.
- **Levee Performance Scope Definition Work Group:** This work group will be chartered to develop the scope of topics to be covered regarding urban and rural/agricultural levee performance for inclusion in the 2012 Central Valley Flood Protection Plan.

Additional Topic Work Groups will be convened as the work progresses and new questions or areas of concern are identified. Additional topics may include:

- Reservoir Re-Operation
- Hydrology and Hydraulics
- Floodplain Mapping
- Economics
- Cost Sharing Strategy and Funding Mechanism
- Land Use and Local Planning

### **5.2.3 Collaboration with Interest-Based Groups**

DWR will conduct periodic meetings with organizations that represent a given interest or groups of similar interests to solicit perspectives. The purpose of such sessions will be to share information, facilitate coordination, and build understanding about topics of concern.

### **5.2.4 Briefings to the Central Valley Flood Protection Board**

As the entity ultimately responsible for the adoption of the plan, the Central Valley Flood Protection Board is a key provider of policy-level guidance in the development of the plan. At present, DWR staff provides status updates at each monthly meeting of the Central Valley Flood Protection Board. In addition to these status updates, progress briefings, workshops, and formal presentations will be conducted at various plan milestones. Board members may also participate in forums and other engagement activities.

### **5.2.5 Briefings with Local Governments and Elected Officials**

In addition to the processes described above, DWR will conduct regular briefings with interested parties and elected and appointed officials and staff at the State, federal, regional, county, and city levels. Such meetings would be conducted on an as-needed basis, or following the request of the elected official.

### **5.2.6 Coordination with Early Implementation Program and Local Levee Assistance Program**

DWR offers cost-share funding for project levee repairs and improvements through the Early Implementation Program and for non-project levee evaluations, repairs, and improvements through the Local Levee Assistance Program. Information generated during the development of the Central Valley Flood Protection Plan will influence prioritization of and selection criteria for these projects during future cycles.

### 5.2.7 Coordination with Related Projects and Programs

In addition to existing FloodSAFE California and Integrated Water Management projects and programs, there are numerous projects planned or underway in the Central Valley that can affect or influence Central Valley Flood Protection Plan goals and objectives. Active coordination with these projects and programs will be conducted.

## 5.3 Integration of Planning and Engagement

A complete description of the major milestones and specific tasks for the Central Valley Flood Protection Plan are included in the draft Project Management Plan. Communication and engagement will be integrated with the development of the Central Valley Flood Protection Plan. The integration of planning, technical, and communications and engagement processes for the Central Valley Flood Protection Plan are illustrated in Attachment F. DWR expects that there may be conflicting views represented during this process. If the opposing views cannot be reconciled, DWR will attempt to describe the perspectives accurately and factor them into the recommendations for action.

Key milestones in the planning process include:

1. **Regional Conditions** – Work in the phases leading up to this milestone will be summarized in a Regional Conditions Summary Report.
2. **Potential Management Actions** – Work in the phases leading up to this milestone will be summarized in the Compilation of Management Actions Report.
3. **2012 Central Valley Flood Protection Plan Evaluation Method Report** – Work in the phases leading up to this milestone will be summarized in the 2012 Central Valley Flood Protection Plan Evaluation Method Report.
4. **Summary of Management Solutions Report** – Work in the phases leading up to this milestone will be summarized in a Summary of Management Solutions Report.
5. **Draft Central Valley Flood Protection Plan** – Work in phases leading to this milestone will primarily include assembling information regarding potential management actions into regional solutions or concept plans. This information will be displayed in the Draft Central Valley Flood Protection Plan.

6. **Approval of the Central Valley Flood Protection Plan** – Following completion of the draft Central Valley Flood Protection Plan, a number of public meetings will be held to coordinate and describe the draft report and its findings. A final plan will be presented to the Central Valley Flood Protection Board for adoption. The Central Valley Flood Protection Plan will be updated every 5 years.

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## 6.0 Information

This section describes the public information tools that will be used to inform communities, partners, and interested parties about the Central Valley Flood Management Planning Program and to motivate them to participate in the process.

Information tools will change throughout the course of the effort, as work groups or forums may dictate specific communication tools for specific purposes. This flexible approach allows for the most responsive and useful outreach program. The primary tools are described below.

### 6.1 Central Valley Flood Management Planning Program Web Site

Information about the Central Valley Flood Management Planning Program will be available on the Web at [www.water.ca.gov/cvfmpl](http://www.water.ca.gov/cvfmpl).

Developed in coordination with the DWR's Division of Technology Services (DTS), the site is planned to have a variety of static and interactive tools, each designed to provide information and engage visitors in the planning process.

Details about the development of the Web site can be found in Attachment D.

### 6.2 Media Relations and Advertising

Outreach to the news media, paid media placements, and public service placements will also be used to generate interest in the Central Valley Flood Management Planning Program, as appropriate, at key intervals.<sup>3</sup> In addition, the Web site will include a location for the news media to quickly access information materials about the Central Valley Flood Management Planning Program. Media materials will be produced in both English and Spanish. They will be translated to other languages, as necessary. Media relations and advertising tools include:

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<sup>3</sup> All media relations activities will be coordinated with the DWR Office of Public Affairs to ensure proper protocol and approvals.

- **Media Database** – A database of general regional, State, and specialized media, as well as online media and organizational newsletters.
- **Media Materials** – A basic media kit for electronic distribution, to be updated regularly. Materials will likely include:
  - Program fact sheet(s)
  - Frequently Asked Questions
  - Program information contacts
  - Study area map(s)
  - News release for each milestone/key activity
- **News Announcements** – News releases or media alerts will be issued at significant milestones and for public notification of meetings. These will be issued electronically to a variety of media, including print, television, radio, and online sources.
- **Media Briefings** – The Central Valley Flood Management Planning Program may initiate media briefings with appropriate reporters and/or editors to provide updates at key milestones in the program.
- **Community Cable Placements** – Meeting notices will be issued to community cable television stations for placements on their “calendar” rotations.
- **Radio Spots** – Radio spots may be placed on community radio stations to publicize local meetings and workshops.
- **Display Ads** – Display ads may be placed in community publications to publicize local meetings and workshops.

### 6.3 Internet-Based Outreach

Internet-based outreach is particularly important for this effort, as interested parties self-select the information they receive about issues related to flood management and the environment. It is necessary for the public Web site to remain updated and interesting, and for it to be appropriately registered for search engine optimization. This will ensure that someone using terms such as “flood” or “water” or “environmental issues” will find the Central Valley Flood Management Planning Program Web site among the other listings that come up on the popular search



engine sites. A variety of tools will be used to maximize the Internet-based outreach approach, including:

- **News Outreach** – This includes providing timely information to relevant Internet-based media and bloggers in formats they can use, as well providing information to the electronic formats for traditional media as well as nontraditional media. News placements will also enhance search engine results.
- **Links** – FloodSAFE and Central Valley Flood Management Planning Program links and will be added to Web sites hosted by willing partners and interested parties.

### 6.4 Direct Mail/E-mail

To provide targeted information to individuals and working teams, the Central Valley Flood Management Planning Program plans to maintain a contact database that includes both e-mail and U.S. Postal Service addresses. People will be able to submit contact information at meetings, on printed material, and on the Web site. DWR will coordinate with organizations that are interested in having their members receive updates.

### 6.5 Speakers' Bureau

It is important to provide presentations about the Central Valley Flood Management Planning Program to community and civic groups as a means to generate local interest and motivate participation in the program.

A Speakers' Bureau will be established to both stimulate and respond to speaking requests. A Speaker Request Form will be developed to guide DWR in selecting the most appropriate and available speaker and presentation. The form will be available in hard copy and also available on the Web site. The speakers will have available a regularly updated PowerPoint presentation.

### 6.6 Collateral Materials

DWR plans to make a variety of materials available in printed and electronic format. These include:

- **Fact Sheets** – Fact sheets will provide general information as well as time- and stage-appropriate updates. These will be distributed at

workshops, briefings, presentations, and events, and posted on the Web site.

- **Newsletters** – Quarterly newsletters will provide interested audiences with updates on progress and opportunities for engagement. The newsletters will be delivered electronically as well as posted on the project Web site.
- **Glossary of Terms** – The Central Valley Flood Management Planning Program will inevitably employ some jargon and technical terms. A complete glossary will be available on the Web site as well as in printed form. Sections will also be included in the newsletter and in fact sheets.
- **Map** – A map of the planning area and boundaries of Regional Work Groups and regional forums will be available electronically and in hard copy. Other maps may be produced, as necessary, throughout the process.
- **Frequently Asked Questions** – This tool will be provided to the media as well as interested parties. It will be updated regularly.
- **Intersection Guide** – An overview document will describe FloodSAFE and Integrated Water Management programs and explain opportunities for public engagement. This necessary document will be available at DWR meetings and posted on the FloodSAFE Web site and related Web sites.

## 7.0 Openness and Accountability

Openness and accountability are fundamental to the success of the Central Valley Flood Management Planning Program. They provide a framework in which the many varied interests in the Central Valley can have confidence in the work of the DWR and other participating agencies in developing a plan that is technically effective, regionally sensitive, and financially sound.

### 7.1 Chartering Work Groups

Each work group will be guided by a charter customized to reflect the specific tasks to be completed by the group. Charters contain basic information about the purpose of each group and how their work will be conducted. Once a draft is developed, it is considered by the group; discussion of charters will take place in meetings that are open to the public. In most cases, DWR is the body that is “chartering” a group and providing resources in support of the effort to promote consistency and coordination.

Please see Attachment E for a sample outline of a group charter.

### 7.2 Openness and Accountability Procedures

Conducting public engagement in an open and accountable way involves a number of specific logistical steps in meeting organization and facilitation. The following practices will be followed in the Central Valley Flood Management Planning Program communications and engagement process.

- **Advance Notification of Meeting Times, Locations, and Agendas** – Partners and interested parties will be given adequate advance notice of the times, locations, and agendas of all public meetings to ensure that they can participate fully. Meeting dates and times for the Valley-wide forum and regional forums will be scheduled at least 2 months in advance. Regional and Topic work groups will be scheduled 1 to 2 months in advance.
- **Public Input into Agenda Development** – Meeting organizers will listen to suggestions for potential meeting agenda items from partners and interested parties and make a good faith effort to include the items

or explain why not. Draft agendas for the Valley-wide forum and regional forum will be made available at least 2 weeks in advance.

- **Webinars and Web Posting of Meeting Agendas and Materials** – Web posting of meeting agendas and meeting materials makes it easier for partners and interested parties to remain engaged with an ongoing process, especially one that deals with a large geographical area such as the Central Valley. Meeting agendas and materials for public meetings will be posted on the Web. Meetings will be accessible via Webinar to the greatest extent practical.
- **Neutral Facilitation** – Meeting facilitators must assure an open process where all participants' interests, views, and opinions are heard and thoughtfully considered. All input will be recorded in an unbiased manner. This requirement does not preclude facilitators from enforcing agreed-upon ground rules for group participation.
- **Production of Publicly Available Meeting Summaries** – Written meeting summaries form a useful public record of meeting proceedings and enable participants who must miss occasional meetings to remain informed about what has occurred. Written meeting summaries will be generated for public meetings and posted on the Web.
- **Solicitation of Feedback from Participants** – At periodic intervals, facilitators will solicit feedback from group participants on the quality and overall progress of meetings and other group activities. The facilitator will endeavor to incorporate suggestions for improvement without violating the agreed-upon group charter or protocol. As described above, the Central Valley Flood Management Planning Program has outlined formal milestones for the summarization of feedback and for “check-ins” to ensure feedback has been adequately reflected in the planning process.

## 8.0 Environmental Justice

Environmental justice is the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, in decisions about development, adoption, implementation, and enforcement of environmental laws, regulations, and policies. Environmental justice promotes a healthy environment in which to live, learn, and work.

DWR is committed to incorporating environmental justice principles in all aspects of the Central Valley Flood Management Planning Program. DWR will seek to ensure all people have the same degree of protection from environmental and health hazards; and will promote equal access to the decision-making process.

Activities that may disproportionately affect the health and safety of minority, low-income, and underserved populations will receive special attention. DWR will work directly with these communities to mitigate negative impacts of the Central Valley Flood Protection Plan. Information may also be gathered on how the plan may impact populations who principally rely on fish and/or wildlife for subsistence.

Environmental justice requires the meaningful involvement of the affected communities. The strategies for public engagement outlined in Section 4 were developed with environmental justice in mind. To complement the engagement activities, DWR will:

- Seek out and consult with community groups and leaders to encourage communication and collaboration.
- Provide factual, scientific information to explain public health and safety risks associated with project activities. Public documents and notices relating to environmental issues and public health will be easy to read. Informational materials will be provided in English, Spanish, and other languages, as necessary.
- Consider environmental justice research and data in all Central Valley Flood Management Planning Program efforts and incorporate environmental justice principles into program activities. DWR will foster broad access to existing and proposed raw data and use technology to better identify, analyze, and respond to environmental justice issues.

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## 9.0 California Native Americans

DWR recognizes the important contributions that California Native Americans can make to flood management planning, particularly as related to the Central Valley Flood Management Planning Program. Many California Native Americans trace their family and tribal origins back to the geography in the study area, and continue to live in these areas today. These connections give the land and the waterways in the region both cultural and personal significance. Historical data suggests that tribal burial grounds and other sacred or archaeological sites and artifacts may be disturbed by actions taken near rivers, streams, and creeks. In recognition of their unique perspectives, the communications and engagement effort will include a targeted program to involve California Native Americans in the Central Valley Flood Management Planning Program.

### 9.1 Background – Building on the Efforts of the California Water Plan

The California Water Plan Update 2005 recommended, among other things, increasing California Native American tribal participation and access to funding. Specifically, Recommendation 13 called upon DWR – which updates the California Water Plan every 5 years – and other State agencies to “invite, encourage, and assist Tribal government representatives to participate in statewide, regional, and local water planning processes, and to access State funding for water projects.”

In fall 2007, DWR convened a Tribal Communications Committee to advise DWR on how to communicate with California Native American tribes. The Committee released a working draft Tribal Communications Plan in summer 2008. The Committee included California Native Americans who self-identify as members of federally or non-federally recognized tribes, but did not involve formal representation or constitute consultation. (Federally recognized tribes are sovereign nations acknowledged under federal law and require specific consultation protocols and procedures, particularly regarding environmental processes, when a federal agency is the lead.)

It is prudent and responsible to leverage the efforts of existing DWR programs to reach target audiences. The Tribal Communication Committee invested nearly a year in developing the strategic approach, communication

process, and outreach tools necessary to engage California Native Americans in the California Water Plan development process. This wealth of expertise and experience will be respectfully used by the Central Valley Flood Management Planning Program to help ensure success.

## **9.2 Approach**

The Central Valley Flood Management Planning Program will begin the engagement process by working with individuals implementing the California Water Plan's Tribal Communications Plan to communicate with tribes and individuals who have a tribal perspective. This will be the first step in designing an effective engagement strategy specifically for California Native Americans.

Initially, this approach may include distributing Program information through the California Water Plan's Tribal Communications listserv and network in addition to the program's established communication channels; member organizations and individuals will be invited to participate in the Central Valley Flood Management Planning Program and to join the CVFMP Partner Registry to receive directly news and information about the effort and opportunities for engagement. Following this, the Central Valley Flood Management Planning Program will continue to circulate information and news through its own information distribution channels and others, where necessary.

The Central Valley Flood Management Planning Program will also make use of other water-related tribal venues to engage California Native Americans. The California Tribal Water Summit planned for 2009 will highlight the Central Valley Flood Management Planning Program and invite California Native Americans to participate in development of the Central Valley Flood Protection Plan.

## **9.3 Participation in the Communications and Engagement Framework**

DWR will invite and encourage California Native Americans to participate in work groups and other discussions established to inform development of the Central Valley Flood Protection Plan.

As staffing resources allow, DWR will be available throughout the planning process to meet with small groups (including California Native Americans) to explain the Central Valley Flood Management Program and offer suggestions for engagement. These small group briefings will be



available to any organization or group of interested parties who request them. Information about these opportunities will be shared through the program's information distribution channels and other outside resource, as necessary. The Central Valley Flood Management Planning Program communication and engagement process is not intended to serve as a formal consultation process.

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## 10.0 Decision Making

Success of the Central Valley Flood Protection Plan depends on partners and interested parties collaborating with DWR on many levels to develop plan strategy and content. Ultimately, however, DWR is responsible for developing a plan and the Central Valley Flood Protection Board (Board) is responsible for adopting a plan that will meet the requirements of the authorizing legislation and provide direction for broadly supported actions to improve flood management. DWR has defined how it plans to make decisions about its 1) approach to developing the Central Valley Flood Protection Plan and 2) draft content for the 2012 version of the plan. This plan development process will involve interaction of various groups, with each having specific plan development roles. These groups include Topic and Regional work groups, Central Valley Flood Protection Plan Development Team (CVFPP Development Team), Central Valley Flood Management Planning Executive Management Team (CVFMP Executive Management Team), FloodSAFE Executive Team, DWR Executive, and the Central Valley Flood Protection Board. Figure 3 illustrates these groups and their relationships. Following is a brief description of each of the groups, their relationships, and their major functions within the decision-making process.

### 10.1 Topic and Regional Work Groups

A number of specific Topic and Regional work groups are planned. The Topic Work Groups highlighted in Section 5 will range, for instance, from a group to focus on the implications of climate change on flood management in the Central Valley to an environmental stewardship group. It is anticipated that as a specific topic is addressed and resolved the Topic Work Group will be disbanded and that other Topic Work Groups will be drawn together to address additional topics and develop additional content as the plan development progresses. The Regional Work Groups are anticipated to focus on documenting the problems, objectives, and potential solutions for integrated flood management and related resources within specific geographic regions. The Regional Work Groups will be encouraged to interact with groups from other areas to help understand and represent valley-wide concerns and perspectives and propose solutions that enjoy broad support. The primary intent of these Topic and Regional work groups is to develop and recommend content for the CVFPP. Each group

will be formed through an open process using a charter that defines the purpose and expected outcomes of each group (see Attachment E).

## **10.2 CVFPP Development Team**

The CVFPP Development Team consists of experienced engineers and scientists who are responsible for bringing all of the diverse content together into a successful plan. The CVFPP Development Team is led by the DWR Project Manager and consists of personnel from DWR, U.S. Army Corps of Engineers, Central Valley Flood Protection Board, consultants, and possibly other State and federal agencies. The CVFPP Development Team will develop material including milestone documents, communication and engagement support information, as well as directed deliverables for the Central Valley Flood Protection Plan. This Team will consider content recommended by the Topic and Regional work groups, synthesize and summarize information provided by these groups and from partner and public review groups, and make recommendations to the CVFMP Executive Management Team on how the input should be included in the plan. This Team will be supported by many specialized perspectives and by other resources within DWR and the Corps (DWR/Corps Support Teams) on a number of topics including, but not limited to, environmental resources, hydrology, hydraulics, cost estimating, geotechnical evaluations, and real estate.

## **10.3 CVFMP Executive Management Team**

The CVFMP Executive Management Team is appointed by the FloodSAFE Executive Manager. Currently, it includes the Chief of the Central Valley Flood Planning Office and the Central Valley Flood Management Planning Program Policy Executive and Portfolio managers. This Team will provide strategic direction for plan development consistent with the FloodSAFE Program. The Executive Management Team will consider recommendations from the CVFPP Development Team regarding plan development and content, work to ensure compliance with State and federal policies, and verify compatibility with other Integrated Water Management projects and programs. The CVFMP Executive Management Team will work closely with the Communication and Engagement Team (CET) and they will approve the charters of the Topic and Regional work groups. This Team will 1) provide oversight for the formation and function of the Topic and Regional Work Groups, 2) ensure that the groups are fulfilling their stated purposes as defined in their charters, 3) review major deliverables from the CVFPP Development Team, 4) assist in resolving emerging policy questions, and (5) ensure that evolving study results and

policies are consistent and coordinated. This Team is the primary interface between the CVFPP Development Team and the FloodSAFE Executive Team.

## **10.4 FloodSAFE Executive Team**

The FloodSAFE Executive Team serves at the direction of the DWR Director. The Team is chaired by the FloodSAFE Executive Manager. It includes the Deputy Director for Integrated Water Management, FloodSAFE portfolio managers, and representatives from various DWR senior resources functions. For the purposes of the Central Valley Flood Protection Plan, the FloodSAFE Executive Team will provide policy direction to, and ratify decisions made by, the CVFMP Executive Management Team, make budget decisions regarding program execution, and provide regular updates at major FloodSAFE milestones to the DWR Executive. The FloodSAFE Executive Team will provide direction for resolving any disputes that may arise during plan development.

## **10.5 DWR Executive**

The DWR Executive includes the Director of DWR and his staff. The primary role of this decision function is to ensure that the major Central Valley Flood Protection Plan deliverables meet the intent of the authorizing legislation, policies and practices of DWR, and requirements of the State of California. The DWR Executive will work closely with executives at other State and federal agencies, senior representatives from the Natural Resources Agency, and the Governor's office with respect to project understanding and concurrence. In addition, the DWR Executive will formally transmit the draft and final plan and future updates to the Board.

## **10.6 Central Valley Flood Protection Board**

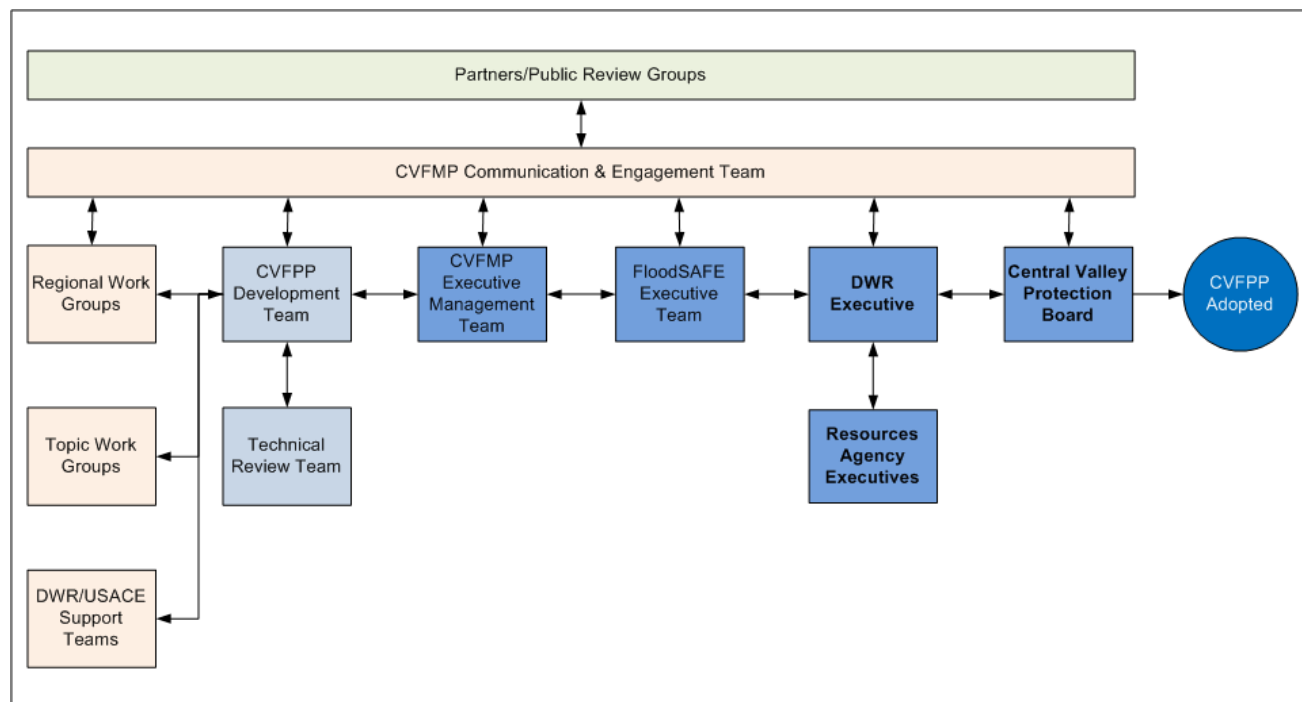
DWR will transmit a final draft Central Valley Flood Protection Plan to the Board for its consideration and adoption. A final draft plan, signed by DWR's Director and DWR's Deputy Director for Integrated Water Management, is to be completed and presented to the Board by January 1, 2012. DWR will invite regular participation, review and comment by the Board and its staff during all phases of Plan development. Periodic briefings at regular monthly Board public meetings will provide opportunities for the public to address the Board about the progress of the plan. Furthermore, a Board sub-committee will participate in monthly briefings by the CVFMP Executive Management Team and with the

CVFPP Development Team. DWR will seek input and guidance from this sub-committee, particularly with respect to communications and engagement activities.

The authorizing legislation for the Central Valley Flood Protection Plan requires the Board hold a minimum of two public hearings to seek public comment on the plan prior to consideration for approval. At least one hearing shall be held in the Sacramento Valley and at least one hearing will be held in the San Joaquin Valley. The Board may make changes to the proposed plan to address comments received in the hearings or to respond to comments received by the Board. The authorizing legislation requires the Board to adopt a final plan no later than July 1, 2012.

## **10.7 Partner and Public Engagement**

DWR's flood management partners and other interested parties in the Central Valley will play a pivotal role in Central Valley Flood Protection Plan development. The Central Valley Flood Management Planning Program Communications and Engagement Team will focus on promoting broad engagement among the various planning program teams and support effective collaboration among other partners and interested parties. As draft documents are produced through the plan development process, they will be circulated for additional review and comment through the Regional Forums, interest-based groups, and to others interested in providing review and comments. This process will be used to help the flood management partners reach broad understanding and agreement on plan elements. During the engagement process many contradictory viewpoints on flood management problems, objectives, and potential solutions may be identified. The open and inclusive processes of the Valley-wide Forum and Regional Forums will offer individuals, interest-based groups, and partner agencies the opportunity to clarify and discuss perspectives and recommend content throughout the development of the Central Valley Flood Protection Plan.



**Figure 3. Basic Decision-Making Process for the Central Valley Flood Protection Plan**

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## 11.0 Evaluation and Measurement

The success of the Communication and Engagement Framework may be measured in several ways. These include:

- Process measures
- Outcome measures

### 11.1 Process Measures

Process measures track progress toward meeting the goals of the Communications and Engagement Framework. These include:

- Level of attendance at public meetings
- Participation by key partners and interested parties in work groups and forums
- Timely and accurate public reporting of program milestones
- Level of response by public to invitations for comment
- Level of relevance the public comments have to topics under discussion
- Number of total visits and unique visits to the Web site
- Feedback from partners and interested parties about the quality and availability of information materials
- Level of media interest in the program information
- Quality of media coverage – accuracy, completeness, fairness, appropriate placements to reach target audiences
- Level of awareness of flood risk among Web site visitors
- Level of participation in Central Valley Flood Management Planning Program by local governments and nongovernmental organizations

- Level of interest in, and participation in, the Central Valley Flood Management Planning Program by organizations not traditionally engaged in flood issues

## **11.2 Outcome Measures**

Outcome measures track the level of success of the Communications and Engagement Framework in meeting its overall goals. These include:

- Consistent participation in public meetings by interested parties (they could locate the meetings, they knew when and where they will be held, etc.)
- Response from meeting participants that the facilitation methods provided for a fair and balanced exchange of information
- Public display of support for the Central Valley Flood Management Planning Program's effort to engage interested parties by respected thought leaders or influential individuals
- Feedback from interested parties that they understand how their input is used, where to track data, and what programmatic results to expect
- Public support for the recommendations in the Central Valley Flood Protection Plan by elected and appointed officials, community groups, interest groups, and others

# Attachment A

## Legislative Context for CVFMP

### Communication and Engagement

The California Legislature in 2007 passed five interrelated bills aimed at addressing flood protection and liability, including Senate Bills 5 and 17, and Assembly Bills 5, 70, and 156. Another flood-related bill, Assembly Bill 162, was passed in 2007 requiring additional consideration of flood risk within local land-use planning throughout California.

These bills added or amended sections in the California Government Code, Health and Safety Code, Public Resources Code, and Water Code, and included specific requirements for development of the Central Valley Flood Protection Plan.

California's Water Code addresses the following broad categories for public communication and engagement:

- **Communication and Engagement in the Development of the Central Valley Flood Protection Plan** – This includes the appointment of advisory committees of interested organizations and collaboration with the U.S. Army Corps of Engineers and owners and operators of flood control facilities during the development of the Central Valley Flood Protection Plan (Water Code § 9612(f); Water Code § 9615).
- **Communication and Engagement with Cities, Counties, and/or Local Flood Agencies** – This involves a variety of topics including assistance and information regarding general plan updates, relocation of disadvantaged communities, funding mechanisms to finance local flood responsibilities, and DWR funding and implementation plan (Water Code § 65302.9(b); Water Code § 9622; Water Code § 9623; Water Code § 9620(c)).
- **Topic-Specific Communication and Engagement Activities** – This includes consultation with interested organizations regarding proposed amendments to the California Central Valley Flood Protection Plan, Building Code, or outreach regarding cost-sharing formulas, including outreach to disadvantaged communities (Water Code § 50465(b); Water Code § 9625(d)).

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# Attachment B

## Related Projects and Programs

The Communications and Engagement Framework of the Central Valley Flood Management Planning Program will involve and interact with several other components of DWR's flood management and water planning efforts. The following describes how the work and outcomes of some of these efforts will be incorporated into the Central Valley Flood Management Planning Program Communications and Engagement Framework.

### B.1 Statewide Flood Management Planning Program

The Statewide Flood Management Planning Program will assess flood risk statewide and inform development of the State's flood management policies and future investment decisions under FloodSAFE California. This program will produce a report entitled Recommendations for Improving and Sustaining Integrated Flood Management in California to complement the release of the Central Valley Flood Protection Plan in 2012.

The Statewide Flood Management Planning Program team will share progress and findings with the Valley-wide forum and regional forums periodically. Data collected on flood risk in the Central Valley, as well as ongoing activities of integrated regional water management planning groups to improve flood management, may also be shared with Regional Work Groups on an as-needed basis.

### B.2 Central Valley Floodplain Evaluation and Delineation Program

The Central Valley Floodplain Evaluation and Delineation Program is identifying and mapping the 100- and 200-year floodplains throughout the Central Valley, and work will continue concurrently with development of the Central Valley Flood Protection Plan. The Central Valley Floodplain Evaluation and Delineation Program team will periodically present updates and report on progress to the Valley-wide forum and regional forums.

As work is completed, results will be presented to Regional Work Groups and Topic Work Groups, as appropriate. The delineation of floodplains may influence creation or consideration of management actions on a regional or systemwide level. The Central Valley Floodplain Evaluation and Delineation Program team will also use the Central Valley Flood Management Planning program Web site and mailing lists to provide information to partners and the broader public.

### **B.3 Levee Evaluation Program**

The Levee Evaluation Program will assess the condition of project levees (as well as some nonproject levees) throughout the Central Valley. These evaluations will inform the System Status Reports required under Senate Bill 5. As evaluation work is completed, the Levee Evaluation Program team will present information to Regional Work Groups and Topic Work Groups, as appropriate, since the results may influence creation or consideration of management actions on a regional level. The Levee Evaluation Program team will use the Central Valley Flood Management Planning Program Web site and mailing lists to provide information to partners and the broader public.

### **B.4 Levee Emergency Repairs**

DWR may make emergency repairs to levees on an as-needed basis as the Central Valley Flood Management Planning Program is proceeding. Repair records will be shared with the Levee Evaluation Program and be made available to the Regional Work Groups and Topic Work Groups, as appropriate.

### **B.5 Early Implementation Program and Local Levee Assistance Program**

DWR offers cost-share funding for project levee repairs, evaluation, and improvements through the Early Implementation Program and the Local Levee Assistance Program. Information generated during the development of the Central Valley Flood Protection Plan will influence prioritization and selection of these projects during future cycles. Appropriate priorities for the Early Implementation Program and Local Levee Assistance Program may be an important topic of conversation within the Central Valley Flood Protection Plan development process, likely in the Regional Work Groups and the Topic Work Groups, as well as the Valley-wide forum and regional forums. Early Implementation Program and Local Levee Assistance

Program teams will use the Central Valley Flood Management Planning Program Web site and mailing lists to provide information to partners and the broader public.

## **B.6 California Building Standards Code Update Project**

DWR will propose updates to building codes for floodplain areas under the California Building Standards Code Update Project. The results of this work will be discussed in the Valley-wide forum and regional forums, and will be distributed through the Central Valley Flood Management Planning Program Web site and mailing lists to provide information to partners and the broader public.

## **B.7 Integrated Regional Water Management Program**

The ongoing Integrated Regional Water Management Program, administered by DWR, promotes and practices integrated regional water management to ensure sustainable water uses, reliable water supplies, better water quality, environmental stewardship, efficient urban development, protection of agriculture, and a strong economy. Because many regions have already begun this planning, and because flood management planning is encouraged, it is important that the Central Valley Flood Management Planning Program build upon these efforts where possible. The progress and results of ongoing and completed integrated regional water management efforts will be discussed within the Valley-wide forum and regional forums. In addition, it may prove important for Regional Work Groups to coordinate with integrated regional water management planning groups within their geographic areas of concern, since these planning efforts may be considering or implementing management actions with potential impacts on the Central Valley Flood Protection Plan development process.

## **B.8 California Water Plan Update**

The California Water Plan provides a framework for water managers, legislators, and the public to consider options and make decisions regarding California's water future. The latest update to the plan will be completed in 2009. Its recommendations, and their potential implications for flood management, will be discussed within the Valley-wide forum and, as

appropriate, regional forums. The California Water Plan's large-scale data and findings may provide important context for consideration of management actions within the Central Valley Flood Management Planning Program.

## **B.9 Bay Delta Conservation Plan**

The Bay Delta Conservation Plan is a multi-agency planning and permitting process for habitat conservation and water supply reliability activities in the Delta. It is being developed under the federal Endangered Species Act and the California Natural Community Conservation Planning Act. The Bay Delta Conservation Plan will undergo extensive environmental analysis that will include opportunities for public review and comment.

This program may recommend and ultimately institute significant changes to the Delta that may have important flood management implications. As an example, the conservation measures identified by the Bay Delta Conservation Plan may recommend changes to the management of floodplains and bypasses within the legal Delta, including the Yolo Bypass, the lower San Joaquin River, and the lower Mokelumne River system. The Bay Delta Conservation Plan's final conservation measures will be discussed within the Valley-wide forum and the relevant regional forums.

Potential management actions developed for Regional Work Group consideration may leverage scientific work performed in association with the Bay Delta Conservation Plan, the Delta Habitat Conservation and Conveyance Program, and other related efforts.

## **B.10 South Delta Improvements Program**

The South Delta Improvements Program is a package of physical and operational changes in the south Delta that will improve water quality, salmon habitat, and State Water Project operational effectiveness. The changes include installation of operable gates on four south Delta watercourses, limited dredging of Old and Middle rivers, and increasing the maximum State Water Project diversion limits at certain times of year. These changes may have implications for the flood conveyance capacity of the south Delta, and therefore for flood management on the San Joaquin River system. The South Delta Improvements Program's work may be discussed within the Regional Forums focused on the Delta and the San Joaquin River.



## **B.11 Delta Emergency Response Program**

The Delta Emergency Response Program is a joint project of DWR and the Governor's Office of Emergency Services to develop enhanced emergency flood response capabilities in the Delta. In addition to life safety improvements, the program also seeks to ensure the protection of property, infrastructure, and the environment, and to improve coordination among agencies tasked with emergency preparedness and response in the region. The progress and results of this program will be discussed within the Valley-wide forum and the regional forum that covers the Delta, as well as the Delta Regional Work Group, as appropriate.

## **B.12 Delta Levees Program**

The Delta Levees Program provides cost-share funding to local agencies to maintain and improve the flood management system and provide protection to public and private investments in the Delta including water supply, habitat, and wildlife. The progress and results of this program will be discussed within the Valley-wide forum and the regional forum that covers the Delta, as well as the Delta Regional Work Group, as appropriate.

## **B.13 Delta Protection Commission Land Use and Resource Management Plan**

Currently the Delta Protection Commission is in the process of updating its Land Use and Resource Management Plan, originally adopted in 1995. The plan outlines long-term land use requirements for the Sacramento-San Joaquin Delta. The progress and results of the plan update will be discussed within the Valley-wide forum and the regional forum that covers the Delta, as well as the Delta Regional Work Group, as appropriate.

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# Attachment C

## Summary of Research

### C.1 Introduction

The foundation of this Communication and Engagement Framework is information received from a broad range of stakeholders (referred to in this document as “partners and interested parties”). DWR solicited input about the engagement process from people representing a variety of interests to ensure that the Communication and Engagement Framework reflects the needs and concerns of the people who are desired participants.

### C.2 Methodology

Interviews were conducted with approximately 100 potential program partners and interested parties between January 22, 2009, and February 23, 2009.

### C.3 Summary of Perspectives

The interviews asked respondents how they defined success for the Central Valley Flood Protection Plan. Some respondents defined success in physical terms, others in project management terms, and others in political terms. Looking across the entire set of responses, a number of themes emerged regarding what constitutes success:

- A multiobjective systemwide plan that improves public safety
- A plan that contains clear priorities and measurable goals
- A process with strong dialogue, participation, and collaboration
- A plan that builds on what is working while taking advantage of the opportunity to find long-term, comprehensive systemwide solutions
- A completed plan that leads to funding and built projects

## C.4 Challenges

The interviews also asked respondents to identify the major challenges facing the Central Valley Flood Protection Plan:

- Securing adequate funding
- Restraining floodplain development
- Addressing urban versus rural equity
- Coordinating across the Central Valley
- Resolving conflicting mandates and priorities between State and federal agencies
- Addressing climate change's impact on flood management in the plan
- Integrating with Delta planning processes
- Addressing the sheer complexity of the system

## C.5 Communications and Engagement Methods

The interviews also asked respondents for their views on potential methods for communication and engagement:

- Partners support using Valley-wide, Regional, and Topic work groups, but the regional scale is most strongly supported for substantive participation. Almost all participants felt that communications and engagement should use a Valley-wide forum, Regional Work Groups, and Topic Work Groups. However, almost all interview respondents concluded that the Regional Work Groups would be the most important and productive means of participation on a scale that allows detailed discussion.
- Partners request substantive opportunities and responsibilities, and some resource support. Respondents felt that the Central Valley Flood Protection Plan should provide partners with substantive opportunities and responsibilities in creating the plan recommendations. Some stated that participation would be increased if some participants were given some resource support.

- Agencies must show clear evidence of listening to input, and respond at regular intervals. Respondents overwhelmingly emphasized that DWR should make a commitment to not only listen to input, but to show evidence that input has been seriously considered.
- Process should be open, with no preconceived outcome. Respondents also felt it was important for DWR to demonstrate that the process will not be “steered” toward any particular preconceived outcome but rather will be transparent, following agreed-upon steps and clearly understood decision-making processes.
- Process should make use of existing venues where possible. Respondents noted that there are already many planning processes underway across the Central Valley that directly address, or touch upon, flood management issues and urged the Central Valley Flood Management Program coordinate with them.
- State staff should be present in meetings, which should be professionally facilitated. Several respondents noted that partner participation is likely to be higher if DWR staff is present at meetings and if meetings are professionally facilitated.
- Potential partners are already participating in numerous water-related processes. In light of this fact, they urged that all meetings and events be tightly focused and efficiently conducted, and that all communications be accurately targeted, so that “process fatigue” does not overwhelm the partners.
- Many respondents indicated a willingness to share information about the process through their organizations’ communications venues. This includes posting information on Web sites and in newsletters, and offering presentation opportunities at meetings and conferences.
- Skepticism about DWR’s ability to maintain a forward-moving process in light of budget concerns and dissention among stakeholders makes it important to keep people regularly informed about progress. In the absence of information, people will assume nothing is happening or that their input has not been considered.

Implications for the communications and engagement process:

- These findings have a number of implications for the communications and engagement process. Most significantly, potential partners appear to support a structure that includes venues of broad geographic scope, Regional Work Groups that allow more detailed discussions and more

direct collaboration, and technical Topic Work Groups devoted to specific topics. Their responses suggest content development should be collaborative, and that there should be a two-way interaction between the communications and engagement process and the technical and planning work.

- Based upon these responses, it will also be important for the communications and engagement process to build in review and feedback mechanisms at regular intervals throughout the process, so that partners can be confident that their input is being heard and considered. The process should proceed along a publicly available time line, and decision-making processes should be explained to partners and interested parties in advance.
- Informational documents must be very clear about the purpose, goals, and expected deliverables of the Central Valley Flood Management Planning Program and the Central Valley Flood Protection Plan. There will be widespread confusion about what this effort is and is not intended to do, so it is necessary to make sure that participants in the engagement process as well as those who are observing it have realistic expectations.
- DWR must expect, and plan for, competing interests to advocate for their positions in the process, without getting caught up in disagreements that could stall engagement efforts. This further supports the importance of professional facilitation at work groups. Interests must have the opportunity to discuss their concerns with each other in order to develop a common understanding about what is important to valley residents, even as they disagree.
- Valley residents represent a variety of cultures. Therefore, public information should be developed to be culturally relevant to the target audiences (language included) and every effort should be made to engage community gatekeepers in disseminating information.
- Partners and interested parties will expect information to be regularly posted on the program Web site so they can access it when needed. However, it should not be assumed that they will automatically visit the Web site. A process must be put into place to alert partners and interested parties whenever new information is posted.
- Concern about how plans for the Delta may impact or be integrated with this process dictate that a very clear vision be developed and communicated to answer this question. Interested parties will make assumptions about the connection in the absences of a clear position.

- Finally, on a more logistical level, the communications and engagement process should look for existing meetings that may be able to play a role within the Central Valley Flood Protection Plan, should include both professional facilitation and DWR staff at all meetings, and should carefully target communications and be respectful of participants' time throughout the process.

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# Attachment D

## Central Valley Flood Management Planning Program Web Site

In addition to posting of general information, contacts, and links, key options available or under development for the Web site are expected to include:

- **Dynamic User Registry** – This function can allow program partners and interested parties to self-register and periodically manage their own contact information and interest areas. This function will permit the program to automatically distribute information to stakeholders as necessary through e-mail and the U.S. Postal Service. It can also be formatted to allow customized views of the program Web site for registered users.
- **Event Creation** – This function serves to generate and post public involvement events to a monthly calendar available on the Web site. The function will include event descriptions, directions, links to documents, and other functions. Notices can also be distributed to those on the Dynamic User Registry. In addition to a calendar style view, the location of these events can be displayed spatially mapping platform to be identified by DWR's Department of Technology Services.
- **Seminar Registry** – This function will allow members of the Dynamic User Registry to electronically RSVP for events. This will allow the program team to track potential meeting attendance and respond accordingly. Attendance results could be incorporated into the database as an evaluation tool and enhance the communication and engagement processes. These attendance results can be spatially for an at-a-glance assessment of the distances stakeholders have traveled to attend a meeting. Registered attendees can also be sent electronic meeting evaluation surveys to measure meeting effectiveness.
- **Document Library** – A document library could be made available depending on the tools implemented to the Dynamic Stakeholder Registry. The first level could be to allow downloading of milestone documents to unregistered visitors. The second level will provide

registered users access to other content, such as draft recommendation documents produced by Regional Work Groups.

- **Program News** – This function will allow the rapid posting of news reports/links related to the Central Valley Flood Management Planning Program, pending public meetings, and other important events. Registered users could subscribe to this function. This service, intended to aid program partners in managing the volume of information to be generated, will be made available to registered users; however, any program news posted will be accessible to all interested parties.

This robust platform is being piloted through the Central Valley Flood Management Planning Program by DWR's Division of Technology Services, which plans to eventually offer this service to other DWR programs and divisions.

# Attachment E

## Sample Group Charter

Charters contain a number of basic elements. Charters may be customized and include additional information; however, charters will contain the key elements in the outline for the project.

A sample charter outline follows:

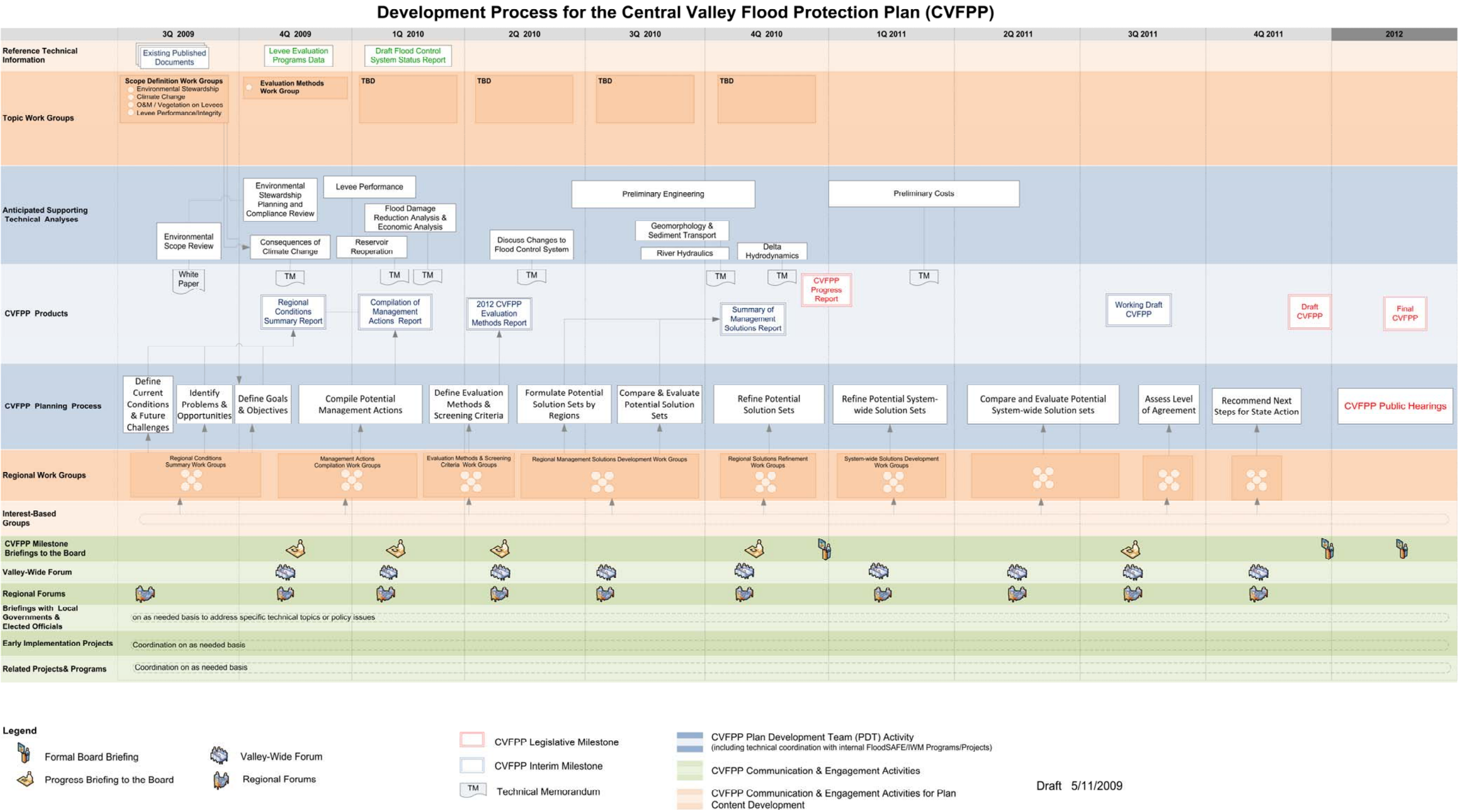
- I. **Overview** – Includes one or two paragraphs explaining the context of the group.
- II. **Mission/Charge** – Includes a statement of purpose and expected outcomes of the group. This should clearly delineate the role of the group (work group, interest group, coordination).
- III. **Importance** – Includes a statement regarding the importance of this group related to the overall project mission.
- IV. **Membership** – Outlines membership requirements including expertise, representation, and attendance.
- V. **Participants** – Lists members, key staffing, and affiliations.
- VI. **Roles and Responsibilities** – Describes expectations for each group of participants.
- VII. **Other Related Project Roles** – Outlines other efforts that may interface, impact, or be dependent on the group's efforts.
- VIII. **Schedule and Plan of Work** – Includes stages of work, meeting schedules, time lines, and deliverables for key group activities. The level of detail is dependent on the charge of the group. Short-term intense efforts may have detailed information whereas high-level policy groups may have more general information.
- IX. **Decision Making** – Indicates how decisions will be made and how group decisions will be used.
- X. **Protocol Rules** – Describes rules of engagement including ground rules and communication protocols. In some cases, this includes

confidentiality agreements, negotiates interaction with the press, and defines interfacing with other decision bodies.

- XI. **Amendments** – Explains how amendments to the charter, if needed, will be made.
- XII. **Endnotes/Attachment/Glossary** – In the Central Valley Flood Management Planning Program, there may be specific legal directives, references, and/or terms of art that specifically direct or define the group's work. If necessary, to the group, these should be attached.

# Attachment F

## Integration of Central Valley Flood Management Planning and Engagement Efforts



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